DOCUMENT RESUME

ED 039 285 UD 009 996

AUTHOR	Grow, Lucille J.
TITLE	Requests for Child Welfare Services: A Five-Day Census.
INSTITUTION	Child Welfare League of America, Inc., New York, N.Y.
SPONS AGENCY	Childrens Bureau (DHEW), Washington, D.C.
PUB DATE	Dec 69
NOTE	61p.
AVAILABLE FROM	Child Welfare League of America, Inc., 44 East 23rd St., New York, N.Y. 10010 ($2.00)
EDRS PRICE	EDRS Price MF-$0.50 HC-$3.15
DESCRIPTORS	Adoption, Caseworker Approach, Child Abuse, *Child Welfare, *Community Agencies (Public), Day Care Services, Foster Children, Placement, Private Agencies, Referral, Residential Care, *Voluntary Agencies, *Welfare Agencies, *Welfare Services
IDENTIFIERS	Child Welfare League of America

ABSTRACT

This report is a survey of the volume and nature of requests for service to the voluntary and local public member agencies at the Child Welfare League of America. The study focuses on the objectives, content, and outcome of services to children and families receiving them. Ninety-three percent of the agencies eligible to participate in the survey did so. Participation in the five-day census involved submitting a one-page form on every family for whom a request was received for service on behalf of a child or of children, the request including any application, referral, or inquiry made to the agency by telephone, letter, or in person. The chief findings were that: (1) a large proportion of requests were rejected or referred elsewhere, even when made to an agency having the service requested; (2) nearly a tenth of the children for whom service was requested because of emotional problems were under six years of age; and, (3) striking racial differences were found not only in use of public versus voluntary agencies but also in the agency response to need. Statistical data and samples of forms administered in the survey are appended. (RJ)

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

ED039285

REQUESTS FOR CHILD WELFARE SERVICES
A Five-Day Census

Lucille J. Grow, Research Associate,
and Ann W. Shyne, Director of Research

A Study Conducted under Child Welfare Research
Grant PR-500 from the U. S. Children's Bureau

UD009996

Research Center
Child Welfare League of America, Inc.
44 East 23rd Street, New York, N. Y. 10010

December 1969

$2.00
R-46

PREFACE

This survey of the volume and nature of requests for service to the voluntary and local public member agencies of the Child Welfare League of America was undertaken primarily to provide data as a basis for research planning. The study was conducted under Program Research Grant 500 from the Children's Bureau of the United States Department of Health, Education, and Welfare, which during the 1968-69 budget year financed the efforts of the League's Research Center staff to reassess research needs and design its future research in the light of current program and problems.

The importance of strengthening service to children in their own homes was highlighted by the recent study of requests for child placement, published by CWLA under the title The Need for Foster Care. The caseworkers participating in that study reported greater difficulty in implementing plans for care of the child in his own home than plans for substitute care, even if the former were preferable. They further indicated many instances where the problem precipitating a request for placement might have been averted if casework services and such supplementary services as day care, homemaker service, and financial assistance had been available.

The findings of the study of foster care, together with the dearth of information about the objectives, content, and outcome of services to children in their own homes, have prompted the League to focus its next research effort primarily on such services and on the children and families receiving them. In order to select appropriate agencies to participate in this research and to obtain a perspective against which to examine data from them, we felt the need for more information than was available about the characteristics of child welfare agency intake. We believe it may also be of interest and possible utility to CWLA and to operating agencies in program planning to have this overview of requests for service.

We were extremely gratified by the response of agencies to our request for data. Despite little advance notice and the many competing demands upon staff time, 93% of the agencies eligible to participate did so. We should like to express our appreciation to the administrators and staff who supplied the information reported here.

This study represents the work of several members of the Research Center staff. Michael H. Phillips participated with Lucille Grow and the director in planning the survey, and Maxine S. Frohwein and Luba Oleksiuk assisted Miss Grow in analyzing the data.

Ann W. Shyne
Director of Research

CONTENTS

Preface

Study Method 1

Agency Participants 2

Services Provided by the Participating Agencies 6

Children for Whom Service Was Requested 6

The Families 10

Source of Request for Service 13

Service Requested 16

Reason for Request for Service 18

Agency Plan 21

The Availability and Provision of the Service Requested 25

Special Analyses 30

A. The Reason for the Request 31
   1) The Child's Emotional or Behavior Problem
   2) Parental Conflict
   3) Parental Incapacity or Death
   4) Child Abuse or Neglect
   5) Financial Need
   6) Child Born Out of Wedlock
   7) Pregnancy Out of Wedlock

B. Relation of Disposition of Request to Source of Request 38

Highlights 40

Implications of the Findings 43

Appendix 47

Tables A-1 to A-16

Request for Service Form

This is a report on the volume and nature of all requests for service for children received by the member agencies of CWLA in a 5-day period during May 1969. A census of requests was undertaken by the Research Center of the League because of the lack of baseline data essential for program and research planning. With the exception of the comprehensive Children's Bureau study conducted in 1961,[1] little systematic data have been collected on a nationwide basis from agencies that serve children. The Children's Bureau study was concerned with children already being served by child welfare agencies at a given date. This 5-day census of requests relates to families and children for whom entry was being sought into the child welfare system.

The census has provided information on 3748 requests for service for 6256 children, received by the 237 participating agencies during one of two alternative weeks in May (May 5-9 or May 12-16). No single week is an adequate mirror of an agency's experience through the year. The particular time period was selected for the practical reason that data were needed immediately. As the participating agencies comprise well over 90% of all voluntary and local public agency members of the League, the coverage of the census is quite comprehensive for League agencies, but obviously cannot be generalized to the total child welfare field.

The information gathered concerns some of the characteristics of the children and their families, the reason for and source of the request, the service requested, and the agency's plan for handling the request. After brief discussion of how the study was conducted and of the agencies that participated, we shall present the overall findings, with attention to major differences between the public and the voluntary agencies, between different types of agencies, and between requests for service for the Negro and for the white child. The final section of the report will review certain differences among major "problem" groups.

Study Method

An invitation was sent in April to 255 agencies -- 239 voluntary and 16 public -- to participate during one of the two sample weeks of May. These agencies included all voluntary and local public member agencies of CWLA. Those state departments that are member agencies and that provide direct services were excluded because of the difficulty of administering the census on a statewide basis. It should be noted, therefore, that only a small number of public agencies were included in this census. Participation involved submitting a one-page form[2] on every family for whom a request was received for service on behalf of a child or children. A request for service included any application, referral, or inquiry made to the agency by telephone, letter, or in person. Requests for service for children not yet born and for those over

---

1. Helen R. Jeter, Children, Problems, and Services in Child Welfare Programs, Children's Bureau Publication 403-1963 (Washington, D.C.: U. S. Government Printing Office, 1963).

2. See Appendix for a sample of the Request for Service form.

18 years of age were excluded. Also excluded were inquiries from families interested in providing a service to children, such as foster home or adoptive placement, and requests for case summaries or other information about families or children. A number of Request for Service forms were received that did not appear to meet these specifications. When it was evident that a request did not directly related to the needs of a specific child or children under 18 years of age, it was not included.

Each participating agency was asked to fill out a brief form checking services offered, giving information on total number of requests and of children served in the prior month and the prior year, and indicating the degree of latitude it had in handling cases referred by the court and by the public welfare department. The data on volume of requests and of children served will not be presented, because many agencies were not able to furnish statistics on the particular items requested.

Agency Participants

Of the 255 agencies invited to participate, 243 expressed willingness to do so. Of this total 230 agencies (90.2%) actually returned Request for Service forms for the census period, and seven others (2.7%) indicated that they had received no requests during the census week. The remaining six agencies that had expressed interest sent no information on requests.

During the census week the 237 agencies received 3748 requests that fall within this survey. The number received ranged from none in seven agencies to over 100 in six agencies. Sixty percent of the agencies reported no more than 10 requests. (See Table 1.)

As might be expected with participation of about 93% of eligible agencies, geographic regions were well represented. Although over a quarter of the participating agencies are in the East North Central region, there were participants from all nine United States Census Regions, plus Canada. All CWLA members in the West North Central region participated in the 5-day census, and at least 80% of the agencies took part in every other region except the Mountain region, where five of nine participated. (See Table 2.)

All 94 of the voluntary combined family and children's agencies participated in the census, as did 90% of the voluntary child welfare agencies (130) and 13 (81%) of the 16 local public agencies. Of the voluntary agencies, 92% of the nonsectarian and over 95% of each of the sectarian groups took part. (See Table 3.)

The distribution of requests does not quite parallel the distribution of agencies by type or auspices. Whereas a large majority of the voluntary agencies received no more than 10 applications during the week, this was the case for only two of the 13 public agencies. Conversely, nine of the 13 public agencies but only one in eight of the voluntary agencies received more than 25 applications. Thus, although the public agencies comprised less than 6% of the participants, they reported 20% of the requests.

Table 1

Requests per Agency,
by Agency Auspices

Requests	Agency Auspices					
	Total		Public		Voluntary	
	No.	%	No.	%	No.	%
0-10	143	60.4	2	15.4	141	62.9
11-25	57	24.1	2	15.4	55	24.6
26-50	23	9.7	4	30.7	19	8.5
51-100	8	3.3	2	15.4	6	2.7
Over 100	6	2.5	3	23.1	3	1.3
Total	237	100.0	13	100.0	224	100.0

Table 2

Participant Agencies,
by Geographical Area*

Area	Participant Agencies		
	No.	% of Total Participants	% of Eligible Agencies
Pacific	24	10.1	88.9
Mountain	5	2.1	55.6
West North Central	23	9.7	100.0
East North Central	62	26.1	96.9
West South Central	8	3.4	88.9
East South Central	7	3.0	87.5
South Atlantic	27	11.4	96.4
Middle Atlantic	42	17.7	95.5
New England	35	14.8	92.1
Canada	4	1.7	80.0
Total	237	100.0	92.9

*All areas except Canada refer to U. S. Census Regions

Table 3

Participant Agencies and Requests,
by Type of Agency and by Auspices

Type and Auspices	All Participant Agencies			Requests	
	No.	% of Eligible Agencies	% of Participants	No.	% of Total
Local public	13	81.3	5.5	750	20.0
Voluntary	224	93.7	94.5	2998	80.0
Total	237	92.9	100.0	3748	100.0
Voluntary Participant Agencies					
Child welfare	130	89.7	58.0	1847	61.6
Family and children's	94	100.0	42.0	1151	38.4
Total	224	93.7	100.0	2998	100.0
Nonsectarian	154	92.2	68.7	2245	74.9
Protestant	27	96.4	12.1	229	7.6
Catholic	20	100.0	8.9	206	6.9
Jewish	23	95.8	10.3	318	10.6
Total	224	93.7	100.0	2998	100.0

Among the voluntary agencies, child welfare agencies had somewhat more requests on the average than did the combined family and children's agencies. The child welfare agencies, which comprised 58% of the voluntary agency participants, contributed about 62% of the voluntary agency requests. Finally, the nonsectarian agencies had, on the average, more requests per agency than the sectarian agencies and the Jewish agencies had somewhat more that the Protestant and Catholic agencies.

Services Provided by the Participating Agencies

Among the factors that influence the request to a particular agency for service are not only the accessibility of the client to the agency, but the agency's policies and the kinds of services offered by the agency. In the census we did not attempt to study the first two factors, but did obtain information on the types of services provided.

From Table 4 it is apparent that services for unwed parents and their children are those most frequently provided. Among the public agencies, only foster family care ranks higher. Among the voluntary agencies a larger percentage offer adoption and social services for unmarried parents than any other service.

The service next in order of frequency is foster family care. All but one of the 13 public agencies and two-thirds of the voluntary agencies provide this service. Many fewer participants offer other forms of substitute care, although more than half of the local public agencies provide institutional and shelter care, and over one-fourth of the voluntary agencies offer residential treatment. The supplementary services of day care and homemaker service are mainly provided by the public agencies, with more than half these agencies providing both.

Supportive services to children and their families are provided by a larger proportion of the public than of the voluntary agencies. Whereas nine (almost 70%) of the public agencies provide protective services, only 12% of the voluntary agencies render this service. However, approximately equal proportions of the public and voluntary agencies provide social services to children and their families in their own homes.

Children for Whom Service Was Requested

Service was requested for a total of 6256 children in these 3748 families -- an average of 1.6 children per family among the voluntary agencies and about 2.0 children per family among the public agencies. For both the public and the voluntary agencies the request was most often for service for only one child in the family -- among the public agencies in three of every five cases and among voluntary agencies in about three of every four cases. Whereas 16% of the cases referred to the public agencies contained requests for service for four or more children in the same family, in only 9% of the applications to voluntary agencies did the referral include such requests. (See Table 5.)

Table 4

Child Welfare Services Provided,
by Agency Auspices

Services Provided	Agency Auspices					
	Total (237 Agencies)		Public (13 Agencies)		Voluntary (224 Agencies)	
	No.	%	No.	%	No.	%
Services primarily directed to unwed parents:						
Adoption	175	74	11	85	164	73
Social services for unmarried parents	170	72	9	69	161	72
Maternity home care	12	5	-	-	12	5
Substitute care:						
Foster family	155	65	12	92	143	64
Group home	59	25	4	31	55	25
Institutional care	35	15	7	54	28	13
Residential treatment	62	26	2	15	60	27
Shelter care	11	5	8	62	3	1
Supplementary services:						
Day care	42	18	7	54	35	16
Homemaker	51	22	7	54	44	20
Supportive services:						
Protective services	35	15	9	69	26	12
Social services in own home	137	58	8	62	129	58

Table 5

Number of Children in Family for Whom Service Is Requested,
by Agency Auspices and by Race

Number of Children in Family	Percent of Families				
	Total* (N = 3748)	Agency Auspices		Race of Family	
		Public (N = 750)	Voluntary (N = 2998)	White (N = 2580)	Negro (N = 810)
One	71.7	59.5	74.8	73.6	65.4
Two	10.9	13.9	10.2	10.9	10.9
Three	6.6	10.4	5.7	5.8	8.9
Four	5.1	8.3	4.3	4.9	5.9
Five or more	5.7	7.6	5.0	4.9	8.9
Unknown	---	0.4	---	---	---
Mean	1.7	2.0	1.6	1.6	1.9

* Total includes families of "other" or"unknown" race.

About seven of every 10 families were white and two of every 10 were Negro. Families of other races (3%) and families where race was reported unknown (7%) accounted for the remainder. (See Table 6.) Since the average number of Negro children per family for whom service was requested was higher than the average for white families (1.9 versus 1.6), the proportion of Negro children was somewhat higher (25%) than the proportion of Negro families (22%).

Table 6

Race of Families and Children for Whom Service Was Requested, by Agency Auspices

Race	Percent					
	Total		Public		Voluntary	
	Families (N=3748)	Children (N=6256)	Families (N=750)	Children (N=1482)	Families (N=2998)	Children (N=4774)
White	68.8	66.3	48.4	43.9	73.9	73.3
Negro	21.6	24.9	44.0	48.6	16.0	17.6
Other and unknown	9.6	8.8	7.6	7.6	10.1	9.2

Jeter reported that, whereas in 1961 Negro children constituted 24% of the public child welfare caseload, they comprised only 14% of the caseload of the voluntary agencies studied.[3]

Data from the present census substantiate the differing racial compositions of the public and voluntary agencies. These data also indicate a trend toward a more equitable distribution of social welfare services between whites and Negroes. Almost half the children for whom service was requested of the 13 public agencies surveyed were Negro; 17.6% of the voluntary agency requests were made in behalf of Negro children. The public agencies included in the census are few, and not, as was the case with Jeter's sample, representative of the nation as a whole, while coverage of voluntary agencies was similar in the two studies. If we treat requests for service and children served as somewhat comparable, the data on the voluntary agencies indicate a slight but distinct trend toward increased usage of the voluntary agencies for services to Negro children.

---

3. Jeter, op. cit., pp. 131-132.

Jeter found that the median age for children being served by the public agencies was 10.7, whereas the median age for voluntary agency children was 8.8. A far greater proportion of the voluntary agency children were under 2 years of age and this she attributed to the larger proportion of adoption cases among children served by voluntary agencies.[4] In contrast to the Jeter data on children being served, our data indicate that children for whom service was requested of the voluntary agencies were about 2 years older than the public agency children. The median age for the voluntary agency children was 9.0; for the public it was 7.1. (See Table 7.) The reversal of the public-voluntary agency age differential between children under care in 1961 and children for whom service was requested in 1969 may be related to the fact that children under care in public agencies are likely to be there longer. It may, however, signify a trend -- at least evident in the case of the participating public agencies -- that the public agency has become more actively engaged in providing adoption.

The interaction of race and agency auspices is difficult to untangle on age, as on several other variables. The white children were on the average more than a year older than the Negro children, and, as stated previously, white children predominated among voluntary agency cases. However, for the children known to the public agencies, the Negro-white age differential was reversed, with the Negro children older than the white children.

The Families

The agencies were asked to indicate the family status of the parents of the children for whom service was sought, and whether the family was receiving public assistance. Over two-fifths of the family homes were reported to be intact -- that is, with both mother and father present. About the same percentage of homes was reported to contain only one parent, and in about nine of every 10 of these cases the one parent was the mother. In 8% of the cases the children were reported to have no parental home, and for a comparable number family status was unknown. (See Table 8.)

One-parent homes were reported more frequently for the Negroes and also for those seeking help from the public agencies. There was little difference in the proportion of one-parent homes among Negro requests made to public and to voluntary agencies. However, one-parent homes were much more common among white applicants to public than to voluntary agencies.

As previously stated, the one-parent homes usually consisted of the mother and child or children. In few instances was the father the sole parent in the home. This was the case slightly more often for the white than the Negro family. There was no difference among the voluntary agencies between the proportion of white and Negro father-parent homes; however, among the public agencies the proportion of homes where the father was the only parent was over three times as great among white as compared with Negro applicants.

---

4. Jeter, op. cit., pp. 124-125.

Table 7

Age of Children,
by Agency Auspices and by Race

Age	Percent of Children								
	Total			Public			Voluntary		
	Total* N=6256	White N=4147	Negro N=1558	Total* N=1482	White N=650	Negro N=720	Total* N=4774	White N=3497	Negro N=838
Under 1 year	11	11	8	12	15	9	10	11	8
1 and under 3 years	10	10	13	13	13	14	10	9	12
3 and under 6 years	16	15	20	19	20	19	16	14	21
6 and under 12 years	27	27	27	27	27	26	27	27	28
12 and under 16 years	21	22	19	17	16	19	22	23	19
16 and under 18 years	12	14	10	10	9	10	13	14	10
Unknown	3	2	3	3	**	3	2	2	2
Median age	8.5	8.9	7.6	7.1	6.4	7.5	9.0	9.4	7.7

* Total includes children of "other" or "unknown" race.

** Less than 0.5 percent

Table 8

Family Status of Applicant Families,
by Race and by Agency Auspices

Family Status	Percent of Families								
	Total			Public			Voluntary		
	Total* N=3748	White N=2580	Negro N=810	Total* N=750	White N=363	Negro N=330	Total* N=2998	White N=2217	Negro N=480
Two-parent home	43	49	31	32	37	27	46	51	34
One-parent home--mother	38	35	51	51	46	57	35	33	47
One-parent home--father	4	5	3	5	7	2	4	4	4
No parental home	8	7	9	8	6	10	7	7	7
Unknown	7	4	6	4	4	4	7	5	8

* Total columns include families of "other" or "unknown" race.

In a 1966 incidence study of requests for foster care to public and voluntary agencies in seven metropolitan areas, 21% of the families were reported to be receiving AFDC or some other type of public assistance.[5] The percentage of families reported to be receiving public assistance in the present census was similar -- 18% of the total group. However, whereas the public assistance status was reported as unknown in only 3% of the cases in the 1966 incidence study, census participants were unable to report on whether the family was receiving public assistance in one-fifth of the cases. As might be expected, this information was less often available for the voluntary than for the public agencies. (See Table 9.) With a word of caution because of the large percentage and unequal distribution of unknowns between the public and voluntary agencies, we note that, whereas 28% of those seeking service from the public agencies were reported to be receiving public assistance, only 16% of the voluntary agency requests were so reported.

The proportion of Negroes receiving public assistance was over twice that for the white group (31% versus 14%). Within the public agencies, where the distribution of unknowns was fairly comparable for whites and Negroes, 23% of the white families were reported to be receiving public assistance, as compared with 34% of the Negro group. Within the voluntary agencies the difference was greater, with more than twice the proportion of Negro as white families reported as receiving public assistance.

Source of Request for Service

A variety of factors affect the selection of the agency to which people go for help. Among these are income, geographic accessibility, agency visibility, and client information about agency programs, policies, and procedures. An additional factor, perhaps more pertinent to child welfare services than to some of the other areas of social welfare, is the referral source -- that is, the individual or the institution that provides the impetus for the family's becoming known to the social welfare system.

For the total census group, 44% of the requests came from the parent or parents of the children. About a quarter came from other public or voluntary health or welfare agencies, with the proportion of voluntary agency referrals being somewhat higher (16% versus 10%). In one of every 10 cases the request for service was made by a relative, friend, or neighbor. Courts and police, schools, and all other sources accounted for the rest of the requests. (See Table 10.)

In comparing the sources of referral to the public and to the voluntary agency, the differences found are what one might expect. A larger proportion of the voluntary agency referrals are initiated by the parent or parents, whereas court or police referrals are higher among the public agencies, as are referrals from other health and welfare agencies.

---

5. The Need for Foster Care (New York: Child Welfare League of America, 1969), p. 41, Table IV-7.

Table 9

Public Assistance Status of Applicant Families,
by Race and by Agency Auspices

Public Assistance Status	Percent of Families								
	Total			Public			Voluntary		
	Total* N=3748	White N=2580	Negro N=810	Total* N=750	White N=363	Negro N=330	Total* N=2998	White N=2217	Negro N=480
Receiving assistance	18	14	31	28	23	34	16	13	29
Not receiving assistance	62	69	50	58	62	52	63	70	49
Unknown	20	17	19	14	15	14	21	17	22

*Total columns include families of "other" or "unknown" race.

Table 10

Source of Request,
by Race and by Agency Auspices

Source of Request	Percent of Requests								
	Total			Public			Voluntary		
	Total* N=3748	White N=2580	Negro N=810	Total* N=750	White N=363	Negro N=330	Total* N=2998	White N=2217	Negro N=480
One or both parents	44	48	40	34	38	32	47	49	45
Relative, friend, etc.	10	10	7	11	13	8	10	10	8
Court, police, etc.	6	6	7	13	15	11	5	5	5
School	6	6	6	6	5	7	6	6	5
Public welfare agency	10	8	13	11	9	11	9	8	14
Other health or welfare agency	16	13	23	21	15	28	15	13	19
All other or unknown	8	9	4	4	5	3	8	9	4

* Total columns include families of "other" or "unknown" race.

Requests for service for white children were made by the parent or parents somewhat more often than for Negro children (48% versus 40%). On the other hand, requests for white children came less frequently from another health or welfare agency (21% versus 36%). These differences hold for both public and voluntary agencies.

Service Requested

The agencies were asked to indicate the type of service requested by the referral source. The two most frequent requests (both 23%) were for service to children in their own homes[6] and for placement other than adoption, which we shall refer to as foster care. In 9% of all the cases the request was for adoption. Day care, maternity home care, homemaker service, and financial assistance followed in descending order. In almost a fifth of the cases the request was for summer camp, or for other or for nonspecified services. (See Table 11.)

The voluntary agencies had a greater proportion of requests for foster care and for service to children in their own homes. On the other hand, the percentage of requests for financial assistance was three times as great for the public agencies as for the voluntary agencies. The proportion of requests for services other than these three were fairly similar for the voluntary and the public agencies.

Adoption, foster care, and service to children in their own homes were requested somewhat more frequently for white than for Negro children, while day care, financial assistance, and maternity care were more often requested for Negro than for white children. Among both the public and voluntary agencies, the proportion of requests for adoption for whites was greater than for Negroes, with the difference particularly marked in the public agencies. Although the proportion of requests for day care for Negroes was higher than for whites in both types of agencies, here the difference was considerably greater in the voluntary agencies.

Among the public agencies a much larger proportion of the requests for Negroes, as compared with whites, was for maternity home care, but the proportion of Negroes requesting this type of service at the voluntary agencies was slightly lower than that for whites. Thus, among the public agencies it would appear that white applicants frequently came to request adoption for their infants, but rarely to seek maternity care. The opposite is the case for the Negro applicant, who was much more likely to request maternity home care than adoption.

The type of voluntary agency -- that is, whether a child welfare or combined children's and family agency -- reflects a difference in the service requested. Among the child welfare agencies there was a much higher proportion of requests for adoption, maternity home care, and foster care. Homemaker

---

6. As used in this report henceforth, "service to children in their own homes" refers to such service other than day care, homemaker service, or financial assistance.

Table 11

Service Requested,
by Race and by Agency Auspices

Service Requested	Percent of Requests								
	Total			Public			Voluntary		
	Total* N=3748	White N=2580	Negro N=810	Total* N=750	White N=363	Negro N=330	Total* N=2998	White N=2217	Negro N=480
Adoption	9	11	5	10	16	5	9	10	6
Day care	8	5	16	9	6	12	7	5	19
Financial assistance	4	3	8	10	6	15	3	3	3
Foster care	23	23	18	19	21	16	24	23	20
Homemaker service	6	6	6	9	9	7	6	5	6
Maternity home care	7	7	10	10	4	17	7	7	4
Service in own home	23	26	18	16	20	12	24	27	21
Other services	20	19	19	17	18	16	20	20	21

* Total columns include families of "other" or "unknown" race.

service and service to children in their own homes were more frequently the requests made to the children's and family agency. (See Table 12.) Contrary to our expectations, these differences did not consistently reflect differences in the services offered by the two types of agencies. For example, although homemaker service and service in own home were offered by a much larger percentage of the combined agencies, so too was adoption service, which was more often requested of child welfare agencies.

There were also differences between agencies under different auspices, not always accounted for by the proportion of child welfare and of combined family and children's agencies within the particular religious or nonsectarian group. In general, the proportion of requests for a specific service to the nonsectarian and to the Catholic agencies followed the overall pattern for the voluntary agencies. The Jewish agencies, however, had a far smaller proportion of requests for adoption, maternity home care, and homemaker service, and more requests for foster care. The Protestant agencies also had fewer requests for homemaker service and far fewer requests for service to children in their own homes, but a slightly higher proportion of requests for adoption and foster care than the voluntary agencies as a whole. Again, these differences did not relate to the services offered by agencies under the various auspices.

Reason for Request for Service

A major item of interest was the primary reason service had been requested. In over a third of all cases the reason checked was a child's emotional or behavior problem. The next most common reason, covering just over one-tenth of all cases, was the out-of-wedlock pregnancy of a girl under 18 years of age. Requests for adoption, because of an infant's birth out of wedlock, comprised another tenth of the total. Financial need and the confinement or physical illness of the parent were the only other reasons given in more than 5% of the cases. (See Table 13.)

For the total census group there were some racial differences in reasons for request for service. The incidence study of requests for foster care reported that three of the five problem groups in which nonwhite children were underrepresented as compared with other problem groups consisted of children referred because of emotional or behavior problems, pregnancy out of wedlock, and birth out of wedlock.[7] As stated in the summation of the findings, "one would assume that underrepresentation of nonwhites in these problem groups reflects, in part at least, the lesser availability of services."[8] The census data bear out the finding relative to requests for service because of birth out of wedlock and because of emotional or behavior problems. A considerably greater proportion of white than Negro children were referred for these two reasons; however, there was no significant difference in the proportion of whites and Negroes referred because of pregnancy out of wedlock. The only reasons for request that were more common for Negro than for white applicants

---

7. The Need for Foster Care, p. 38, Table IV-3.

8. Ibid., p. 71.

Table 12

Service Requested of Voluntary Agencies,
by Agency Type and by Auspices

Service Requested	Percent of Requests					
	Type		Auspices			
	Child Care Service N=1844	Family and Children's Service (N=1154	Non-Sectarian N=2244	Catholic N=205	Jewish N=320	Protestant N=229
Adoption	12	5	9	10	2	16
Day care	8	6	8	12	2	5
Financial assistance	3	2	3	4	1	4
Foster care	34	8	20	22	39	40
Homemaker	2	11	7	6	1	1
Maternity home care	8	4	7	6	2	9
Service in own home	14	42	28	19	16	8
Other service	19	22	18	21	37	17

Table 13

Primary Reason for Request,
by Race and by Agency Auspices

Primary Reason for Request	Percent of Requests								
	Total			Public			Voluntary		
	Total* N=3748	White N=2580	Negro N=810	Total* N=750	White N=363	Negro N=330	Total* N=2998	White N=2217	Negro N=480
Child's emotional or behavior problem	35	37	27	15	15	15	40	40	35
Child's physical or mental handicap	2	2	2	2	2	2	3	3	2
Pregnancy out of wedlock	11	11	12	13	9	19	10	11	8
Child born out of wedlock	10	11	6	9	14	4	10	11	7
Financial need	6	5	12	12	7	18	5	4	8
Confinement, physical illness of parent	6	6	6	8	7	8	5	5	5
Mental illness of parent	2	2	2	3	4	2	2	2	2
Death of parent	1	1	1	**	--	**	1	1	**
Abuse of child	2	2	2	6	6	4	1	2	1
Physical neglect of child	4	4	4	8	10	5	3	3	3
Emotional neglect of child	2	2	2	1	2	**	2	2	2
Parent unwilling to care for child	5	4	5	8	8	7	4	4	4
Antisocial behavior of parent	1	1	1	1	2	1	1	1	1
Parental conflict	4	4	3	3	3	4	4	5	3
Employment of mother	3	2	8	5	3	7	3	1	9
Absence of father	**	**	--	--	--	--	**	**	--
Other reasons and unknown	6	6	7	6	8	4	6	5	10

* Total columns include families of "other" or "unknown" race.

** Less than 0.5 percent

were the family's financial need and the employment of the mother, the latter reason probably prompting many of the requests for day care.

Differences were also found between public and voluntary agencies in the primary reason for the request, similar to those found by Jeter relative to the principal problem bringing children into care.[9] A far greater proportion of voluntary as compared with public agency requests were made because of emotional or behavior problems of the child (40% versus 15%). As expected, abuse and physical neglect, and referral because of financial need were proportionately higher among the public than voluntary agencies. Abuse and physical neglect constituted 14% of the public agency referrals, but only 4% of the voluntary agency referrals. Comparable figures on financial need were 12% and 5%.

Pregnancy out of wedlock was more often the reason for referral of Negro than of white girls to public agencies, but the opposite was true of voluntary agencies. When physical and emotional neglect and abuse are combined, we find that, although the differences are minimal between Negroes and whites among voluntary agency requests, twice the proportion of white as of Negro children were referred to the public agency because of these reasons. Jeter found no difference among voluntary agencies in the proportion of Negroes and whites referred because of neglect-abuse and only a minimal difference among the public agencies in this respect.[10] At least for the 13 public agencies participating in the current census, the disproportionate requests for whites because of physical and emotional neglect and abuse raises questions about the alertness of the community to cases of abuse or neglect among Negro children.

Agency Plan

The worker was asked to indicate the agency plan for handling the request for service. Since a request was defined as any "application, referral, or inquiry about service for a particular child, made by telephone, letter, or in person," the amount of information available to the agency as a basis for planning no doubt varied widely. It is not surprising, therefore, that in more than one of every four requests the agency planned further study of the application to determine the service needed. It is surprising, however, that on the basis of a single contact specific services were planned in almost half the cases. In about a fifth of the cases no further service was planned, since the request had been referred to another public or voluntary agency, presumably because these families either applied or were referred to an agency that does not provide the kind of service needed. There are implications in this of frustration on the part of the referral source and applicant, and also of a diversion of agency time and energy from service to the applicants they accept. The remaining applications comprised 2% that had already been withdrawn and 4% rejected. (See Table 14.)

---

9. Jeter, op. cit., p. 18.

10. Ibid., p. 202, Appendix Table 5.

Table 14

Agency General Plan for Handling Request,
by Race and by Agency Auspices

Agency Plan	Percent of Requests								
	Total			Public			Voluntary		
	Total* N=3748	White N=2580	Negro N=810	Total* N=750	White N=363	Negro N=330	Total* N-2998	White N=2217	Negro N=480
Provide specific service	47	47	49	60	59	62	44	46	41
Further study	27	27	24	22	22	21	28	28	27
Service completed	**	**	--	**	**	--	**	**	--
Referred elsewhere	19	18	21	12	10	13	20	19	25
Application withdrawn	2	3	2	2	3	1	3	3	3
Application rejected	4	4	4	3	4	3	4	3	4
Unknown	1	1	**	1	2	**	1	1	**

* Total columns include families of "other" or "unknown" race.

** Less than 0.5 percent

At first contact public agencies planned a specific service much more frequently than voluntary agencies (60% versus 44%). Voluntary agencies were more likely to plan further study or to refer the request elsewhere. When plans for handling applications for service to white and Negro families are compared, it may be noted that the public agency was slightly more likely to plan a specific service for the Negro family, and the voluntary agency to offer a specific service for the white family, but the differences are slight. In both public and voluntary agencies, the request from the Negro family was more likely to be referred elsewhere than the request from the white family, and this was particularly true of the voluntary agency. Other public-voluntary, Negro-white differences were too slight to merit comment.

A similar analysis was made of the subgroups of the voluntary agencies. (These data are not presented in tabular form.) Little difference was found between the voluntary child welfare agencies and the combined family and children's agencies, or between nonsectarian agencies and the three sectarian groups, in the proportion of requests in which the agency planned to provide a specific service. The percentage of cases in which a specific service was planned ranged from a low of 42% in the Catholic to a high of 46% in the Protestant agencies. As already noted, among the voluntary agencies a slightly smaller proportion of Negro than of white families were accepted for a specific service. This difference applied to each of the subgroups of voluntary agencies except the Protestant agencies, where the proportions were reversed; however, the Protestant agencies reported only 29 requests for service to Negro families.

There was little difference by type of agency or by race in the proportion of cases accepted for further study. This ranged from a low of 25% (the Protestant agencies) to a high of 32% (the Jewish agencies). Cases referred elsewhere accounted for 21% of the requests to nonsectarian agencies, but only 14% of the requests to the Jewish agencies. The voluntary nonsectarian and Catholic agencies referred a greater proportion of their requests for service for Negro as compared with white children.

No real differences were found in the "application withdrawn" category. Whereas the voluntary child welfare agencies rejected 5% of their requests, the family and children's agencies rejected 3%. Jewish agencies indicated the highest rejection rate (7%) and nonsectarian agencies the lowest (4%). The higher rejection rate on the part of the Jewish agencies is mainly accounted for by the Negro requests; five of the 42 requests for service for Negro children were rejected, in contrast to only 10 of the 242 requests for white children.

The specific services offered are summarized in Table 15. In 14% of the cases the agency planned to provide services to children in their own homes. In 8% of the cases adoption was planned, in about 7% foster home or institutional placement was the plan, and in 6% maternity home care. Day care, homemaker service, financial assistance, and camp placement were each planned for a small proportion of the cases.

Table 15

Specific Service Planned by Agency,
by Race and by Agency Auspices

Service Planned	Percent of Requests								
	Total			Public			Voluntary		
	Total* N=3748	White N=2580	Negro N=810	Total* N=750	White N=363	Negro N=330	Total* N=2998	White N=2217	Negro N=480
Adoption	8	9	4	9	15	4	8	9	4
Day care	4	2	10	6	3	10	3	2	11
Foster care	7	8	4	9	13	6	6	7	3
Homemaker service	3	3	2	7	7	5	3	3	2
Maternity home care	6	5	9	10	3	17	5	6	3
Service in own home	14	16	10	10	13	7	15	16	11
Financial assistance	3	2	6	9	5	13	1	1	1
Summer camp	2	2	4	--	--	--	3	2	6
No specific service	53	53	51	40	41	38	56	54	59

*Total columns include families of "other" or "unknown" race.

Plans for financial assistance, homemaker service, and maternity home care were more common among the public as compared with the voluntary agencies, a finding in line with the fact that requests for these services were higher among the public agencies. Service to children in their own homes was more frequently planned (as it had also been requested) by the voluntary agencies.

When plans are compared for Negro and for white children, we find the plan for white children was more likely to be adoption, foster care, or service in own home. The plan for Negro children was more likely to be day care, financial assistance, or maternity home care. The differences, again, are all in the same direction as the requests.

In this comparison of proportions of requests for a given service with the proportions of agency plans for the same services, we do not know whether we are indeed comparing the same applications. Even in this gross comparison, however, there is a somewhat striking difference between request and agency plan for whites and for Negroes with respect to foster care. The ratio of plans for foster care to requests for foster care was substantially higher for white children, a plan of placement for 35 of every 100 placement requests for white children, but for only 22 of every 100 such requests for Negro children. Among the public agencies placement was planned for 59 of every 100 placement requests for whites, but for only 37 of every 100 requests for Negroes. Among the voluntary agencies the difference between the provision of foster care services for white and Negro children was even greater, with placement planned for 32 of every 100 white children for whom this service had been requested, but for only 14 of every 100 Negro children.

Billingsley and Giovannoni hypothesized that non-Caucasian children have a significantly greater chance of being adopted through public agencies than through voluntary agencies.[11] This was not supported by a recent study of adoption,[12] but it is borne out to some degree by the census. The number of Negro children for whom adoption was planned was considerably closer to the number for whom it was requested in the public than in the voluntary agencies participating in the census.

The Availability and Provision of the Service Requested

Earlier we reported that almost a fifth of the requests were referred to another public or voluntary agency. We surmised that these families needed a service that the original agency did not provide. Although we recognized that the service requested was not necessarily the service needed, we examined each

---

11. Andrew Billingsley and Jeanne Giovannoni, "Research Perspectives in Interracial Adoption," in Roger R. Miller, ed., Race, Research and Reason-Social Work Perspectives (New York: National Association of Social Workers, 1969), pp. 59-60.

12. Edwin Riday, Supply and Demand in Adoption (New York: Child Welfare League of America, 1969), p. 17.

request for day care, homemaker service, service to children in their own homes, foster care, adoption, and maternity care to determine whether the particular agency to which the request was directed did in fact have the specific service. For all requests made to agencies that had the service requested, the agency plan for disposition was examined.

With one exception -- maternity home care -- the service requested was, in the main, a service that was available within the particular agency. (See Table 16.) Only about two of every 10 requests for maternity home care were directed to an agency that provides that type of care. This is not surprising, since unwed mothers frequently apply to another social agency for admission to a maternity home.[13] Over eight of every 10 requests for day care and for homemaker service, and almost all requests for service to children in their own homes, for foster care, and for adoption were made to agencies that provided these specific services. Even including the maternity home requests, for almost nine of every 10 requests, the service requested was one provided by the agency. Thus we can conclude that the individual or organization making the request was generally well informed of the specific agency functions.

In regard to the specific services requested, there were some differences by race, which reflect, in part at least, racial differences in use of public and voluntary agencies. Requests for day care for Negro children were more likely than day care requests for white children to be made to an agency that provides day care services -- 92% as compared with 73%. On the other hand, whereas 24% of the requests for maternity home care for white girls were made to agencies that have maternity homes, this was the case for only 6% of the requests for Negro girls for such care.

Despite the seeming appropriateness of the request to the specific agency, almost one-fifth of these families either were referred elsewhere (15%) or had their requests rejected (4%). The agencies planned to provide the requested service for about half and a service other than that requested for a very small percentage of the cases. In about a quarter of the requests, the agency indicated that it intended to study the case further before making a decision. (See Table 17.)

The service requested was provided in response to a slightly higher proportion of the requests for white as compared with Negro children. Although only a small proportion was involved, some service other than that requested was provided for twice as many of the Negroes as for the whites. Also, a greater proportion of the Negro requests were referred elsewhere. Despite the limitations of these data, one might tentatively conclude either that agencies are somewhat discriminatory in services provided to whites and blacks, or that individuals and organizations requesting service for Negro children are less certain of the specific services needed.

---

13. During 1966, 42% of the referrals to 99 maternity homes were from other social agencies. Lucille J. Grow, Unwed Mothers Served by the Voluntary Agencies (New York: Data Collection Project for Agencies Serving Unmarried Mothers, 1967), Table 17. (Published report available through Florence Crittenton Association, National Conference of Catholic Charities. or The Salvation Army.)

Table 16

Percentage of Requests for Major Services Made
to Agencies Offering Those Services

	Total Requests*	Percent of Requests to Agencies Offering Requested Service		
		Total*	White	Negro
Adoption	357	99	99	100
Day care	286	83	73	92
Foster care	844	98	98	99
Homemaker	236	86	87	83
Maternity home care	279	22	24	6
Service in own home	856	97	97	98
Total	2858	88	89	83

*Includes requests from families of "other" or "unknown" race.

Table 17

Disposition of Requests to Agencies Offering the Service Requested

Service Requested and Race	Percent of Requests					
	Plan to Provide		Further Study	Referred	Rejected	Other Disposition
	Same Service	Other Service				
Adoption*	83	**	7	6	**	4
White	85	**	6	5	1	3
Negro	74	5	9	7	--	5
Day care*	59	1	9	24	5	2
White	51	1	8	35	3	2
Negro	69	2	10	13	3	3
Foster care*	27	4	37	20	9	3
White	32	3	37	18	7	3
Negro	20	8	35	26	9	2
Homemaker*	55	5	8	17	6	9
White	58	5	7	14	7	9
Negro	49	5	12	21	7	6
Maternity home care*	59	--	28	10	--	3
White	72	--	21	7	--	--
Negro	80	--	--	--	--	20
Service in own home*	50	1	33	13	1	2
White	52	2	33	10	1	2
Negro	40	--	33	24	--	3
Total of above service*	49	2	26	15	4	4
White	51	2	26	13	4	4
Negro	45	4	24	20	4	3

* Includes families of "other" or "unknown" race.

** Less than 0.5 percent.

Requests for adoptive placement were most certain of being acted upon -- 83% of all requests where the agency provided that service. At the other extreme is the request for foster care. Foster care was being planned for only 27% of the families that requested this service of an agency with such service. Since the decision making in connection with foster care placement may be more involved and more protracted than that in other types of service, it is not surprising that foster care requests contained the highest percentage of cases being held for further study. That more than a fourth of the requests for foster care were either rejected or referred elsewhere suggests that,in more than one of every four requests made to an agency providing some form of foster care, the service requested was inappropriate to the need or inappropriate to that agency. Since foster care includes various types of facilities -- e.g., foster homes, group homes, institutions, residential treatment centers -- the proportion of rejected requests and referrals elsewhere may be a function of special foster care needs that the particular foster care agency could not meet.

On the whole, the data indicate that requests for maternity home care, adoption, and service to children in their own homes are most likely to be accepted for that particular service or else be continued by the agency for further study. The Need for Foster Care highlighted the caseworkers' belief that many requests for foster care would be obviated if adequate economic support and social services were made available to and used by families at an earlier date. Homemaker service, adequate financial assistance, and day care were the three supportive services most frequently reported as unavailable.[14] We note with concern that, in addition to foster care, requests for day care and for homemaker service had a greater likelihood than other requests of being rejected or referred elsewhere. Requests for homemaker service and for foster care were more likely to receive some other type of service from the agency to which the request was made than was the case for requests for the four other types of service. (Homemaker service requests also have the highest application withdrawal rate -- 7% as compared with a low of 2% for services to families and children in their own homes.)

Day care was planned in response to a larger proportion of the requests for Negro children made to agencies providing day care services -- 69% as compared with 51% of similar requests for white children. On the other hand, white applicants requesting homemaker service, service to children in their own homes, foster care, and adoption were more frequently provided with the requested service. When foster care or adoption was the service requested, a higher proportion of Negroes than whites were provided with some other service within the agency.

Requests for day care for white as compared with Negro children were more likely to be referred elsewhere. Conversely, requests for Negro children for service in their own homes, for foster care, and for homemaker service were more likely to be referred elsewhere than were similar requests for white children.

---

14. The Need for Foster Care, p. 48.

Special Analyses

Is there an association between the age, family status, service requested, etc., and the primary reason given for the request? Do the individuals or institutions making the requests tend to differ depending on the reason service is requested? For instance, do parents tend to request service for certain types of problems and social agencies for others?

Even the limited amount of information collected in this study could lend itself to extensive analysis if every item were examined in relation to every other one. We decided to confine further analysis primarily to an examination of major problem groups, as identified by reason for request as follows:

1. The child's emotional or behavior problem
2. Parental conflict
3. Death, confinement, physical or mental illness of the caretaking parent
4. Abuse, physical or emotional neglect, parental unwillingness to care for the child, and antisocial behavior of parents
5. Financial need
6. Child born out of wedlock
7. Pregnancy out of wedlock

We have analyzed each of these problem groups by family status, age of children, source of request, service requested, and agency plan. These items were further analyzed separately for public and voluntary agencies and for white and Negro families. The reader should bear in mind, however, that the proportions of public agency and of Negro requests are in all groups relatively small, as they are in the total. Also, there probably is an interaction between agency auspices and race, which we did not attempt to examine on a group-by-group basis, since the cells for public agencies and for requests for service to Negro children in particular would have been very small. The detailed data are presented in Appendix Tables A-1 through A-14. A pair of tables is included for each variable, one showing the public-voluntary agency data, and the other the white-Negro breakdown. In the text, we shall point out some of the major findings on each problem group, drawn from these 14 tables.

In addition to the analyses by problem group, we examined agency plan in relation to source of referral.

A. The Reason for the Request

1) The Child's Emotional or Behavior Problem:

As will be recalled, requests because of the child's emotional or behavior problem comprised by far the largest single group of requests -- 40% of the requests to voluntary agencies and 15% of those to public agencies; 37% of the requests for white children and 27% of those for Negro children. As the findings of other studies would predict, the children for whom service was sought in this group were older than in any other group, except girls pregnant out of wedlock. The median age was 12.7 years, and 57% of the children were at least 12. The children known to public agencies were slightly older than those known to voluntary agencies.

Although, with the obvious exception of girls pregnant out of wedlock, children for whom service was requested because of emotional or behavior problems had the smallest proportion of children under 6 (9%), this is a somewhat higher proportion than one might expect. The National Institute of Mental Health reports that children under 5 years of age accounted for only 6% of the child outpatient psychiatric clinic population.[15] And if one includes only those children diagnosed as having psychoneurotic, personality, and transient situational personality disorders, and those without mental disorder -- that is, the children most likely to get to child welfare agencies -- we find that only 3.1% of the children were under 5 years of age.[16]

Over half the cases of white children and of those referred to voluntary agencies represented two-parent families, but the proportion dropped to about one-third in the case of Negro children and of those children referred to public agencies. The 1966 incidence study reported that children referred for behavior or emotional problems tended to be among those coming "from more advantaged backgrounds."[17] The census data indicated similar findings. Only 15% of the families were known to be receiving public assistance. Unlike the total census group, in which a far higher proportion of public than voluntary agency requests consisted of families receiving public assistance, there was no difference between the public and voluntary agency requests in the emotional or behavior problem group.

With few exceptions, only one child was involved in the request, regardless of type of agency or race.

Not surprisingly, this group had the highest proportion of requests coming from schools, but this accounted for only about 1 of every 10 requests for service. Among the public agencies, the courts and police were the largest source, referring a much higher proportion because of a child's emotional

---

15. Utilization of Psychiatric Facilities by Children: Current Status, Trends, Implications. NIMH Series B-No. 1, Public Health Service Publication No. 1868 (Washington, D. C.: U. S. Government Printing Office, 1968, p. 4.

16. Ibid., p. 13, Table 3a.

17. The Need for Foster Care, p. 71.

or behavior problem than for any other reason. When a request for service because of an emotional or behavior problem was made to a voluntary agency, it was most often from parents, for both whites and Negroes.

The request for children in the emotional or behavior problem category was more frequently for service in own home than was the case for any other group. This was particularly so for children of both racial groups referred to voluntary agencies. Foster care was the service next most frequently requested, and again foster care was more often requested for this problem category than for any other. The service requested of public agencies was foster care placement in over half the cases and service in own home in about a third, but in voluntary agencies requests for service in own home slightly exceeded those for foster care. No difference was found in the kind of service sought for the two racial groups.

The response of the public agency was most often foster care, and placement and referral elsewhere were reported more often for this problem group than any other. The voluntary agency, on the other hand, usually planned further study or service in own home. Referral elsewhere and applicant withdrawal were more frequent for Negro than for white children.

2) Parental Conflict:

Requests because of parental conflict comprised only 4% of the total, with an insignificant difference between public and voluntary agencies and between Negroes and whites. Because of the small numbers of public and of Negro requests, differences by agency auspices and by race do not in general merit discussion.

Children who came to the attention of the agencies because of parental conflict had some similarities to those referred because of the child's emotional or behavior difficulty, but there were distinct differences. This group of children was next in age, but 5 years younger on the average, with a median age of 7.4 and only 30% as old as 12 years. It may be worth noting that this is the only group in which the median age of Negro children was over a year older than that of whites -- 8.6 as compared with 7.4.

Over half the cases were from two-parent homes. The families included a smaller proportion reported as receiving public assistance than any other group -- 12%. In just over half the requests, service was sought for two or more children in the family, about the same proportion as applied to the financial need and the abuse-neglect group.

Requests were most likely to come from parents (56%). Referrals from other agencies ranked next, comprising 22%. The most usual request -- 34% of the total -- was for service in own home, but in 24% of the requests placement was the service sought.

The agency planned further study for a much higher proportion of the requests because of parental conflict than for any other group. This was the plan for almost half of these cases. Referral to another agency ranked second, and was the plan for 22% of the cases.

3) Parental Incapacity or Death:

More so than many other groups, one might expect the parental incapacity or death group to comprise families ordinarily able to cope until a disaster occurs. In all, 8% of the requests were made because of physical or mental illness or confinement of the caretaking parent and 1% because of the death of a parent. The incidence was a little higher in public agencies, but there was no difference in frequency between white and Negro. A median age of 7.0 years placed this group in the middle with respect to age. Contrary to the findings for the total census, the children from white families and those referred to voluntary agencies tended to be a little younger than those from Negro families and those who turned to public agencies for service.

Despite the inclusion of parental death in this group, about half the requests were from two-parent families, with the proportion only slightly higher for white families and for voluntary agency requests. Like the financial need and abuse-neglect groups, about one-fourth of these families were known to be receiving public assistance.[18] There was a marked difference in the proportion of public as compared with voluntary agency cases reported to be receiving public assistance. This was one of the three groups having the highest proportion of Negro applicants receiving such assistance -- almost two-fifths of the Negro requests.

Requests because of parental incapacity or death were more likely than any other group to involve more than one child. Close to 40% of the requests came from a parent or parents, a figure that varied little by type of agency or race. Agency referrals were only slightly lower (35%).

In more than half the cases the service sought was homemaker service. The proportions were roughly comparable for public-voluntary and Negro-white subgroups. This was the only problem group with more than a handful of requests for homemaker service, certainly a practical solution for situations where the caretaking parent will be temporarily absent from the home. Foster care was the only other service requested in an appreciable proportion of the cases (24%), and it was slightly more likely to be requested for white children.

---

18. Somewhat baffling is the contrast between the proportion of the parental incapacity group receiving public assistance in the census and that of a similar problem group in the 1966 incidence study, where 41% were reported receiving such assistance. The racial characteristics of the two groups are similar. The difference may be due to a greater proportion of requests to public agencies being represented in the 1966 study for the parental incapacity group -- 45% as compared with 30% in the present study. See The Need for Foster Care, p. 26.

In about a third of all the cases the agencies planned to provide homemaker service, much more often in the case of the public than the voluntary agencies (46% versus 27%). Among the voluntary agencies referral to other agencies occurred about as often as plans to provide homemaker service. Among the public agencies further study to determine the type of service needed was the most frequent alternative to provision of homemaker service. No racial differences were noted in service planning.

4) Child Abuse or Neglect:

Under the category of abuse or neglect are included both physical and emotional neglect, requests because of parental unwillingness to care for the child, and requests because of antisocial behavior of the parents. This category comprised about 14% of all requests for service. The proportions were practically identical for whites and Negroes.

In the 1961 Jeter study of children under care[19] and in the 1966 incidence study of requests for foster care,[20] an overwhelming proportion of the children referred because of abuse-neglect were referred to public rather than to voluntary agencies. The census data substantiated the greater use of the public agency for the abused-neglected child, with requests coming to public agencies twice as often as to voluntary agencies (24% versus 11%).

The children referred because of abuse or neglect had a median age of 6.6, similar to that of children referred for foster care because of parental neglect or abuse.[21] Only one-fifth were 12 or older. Unlike all but the financial need cases, children in this group for whom service was requested of a public agency were over a year younger than those referred to voluntary agencies (5.8 versus 7.0).

In his discussion of protective services, Kadushin reported several studies in which an association was found between one-parent homes, low socioeconomic status, and neglect.[22] Studies do distinguish between the etiology of neglect and abuse, but the reader may recall that abuse constitutes an extremely small proportion (about 14%) of our abuse-neglect cases.

The data from the present census bear out the findings of previous studies. Only one-third of the requests represented two-parent homes. The abuse-neglect group was the only group except out-of-wedlock children in which more

---

19. Jeter, op. cit., p. 18, Table 6.

20. The Need for Foster Care, p. 26, Table III-6.

21. Ibid., p. 27, Table III-7.

22. Alfred Kadushin, Child Welfare Services, (New York: Macmillan Co., 1967), pp. 222-230.

than 10% of the children were reported to be living away from both parents. In addition, one-fourth of the families were known to be receiving public assistance. The child abuse-neglect cases had the lowest proportion of families reported not to be receiving public assistance, and unlike most of the other groups, there was little difference in this respect between public and voluntary agencies.

Just over half the requests concerned service for two or more children. Unlike the other groups, the proportion of families in which the request was for service for two or more children was similar among the public and the voluntary agencies.

Not surprisingly, requests because of abuse-neglect were less likely than any other group to come to the attention of the agency via the parents -- 22% of the total. Relatives and neighbors were the source of one-fourth of the requests, more than for any other problem group, and agency referrals accounted for a similar proportion. Referrals from courts, police, and probation accounted for one-tenth of all the requests, with the proportion in the public agencies about twice as great as that in the voluntary agencies. In the Jeter study of children under care in 1961, the proportionate difference between referrals by courts, police, and probation officers to public and to voluntary agencies was not nearly so great (39% versus 30%).[23] Our present data reflect the recognition by law-enforcement agencies of the public agency's increasing responsibilities for providing protective services for these children-at-risk.

Service in own home and placement were the two principal requests, occurring with about equal frequency. However, an immediate decision to offer either of these services was made relatively infrequently. Further study was the plan in 37% of the cases, and unlike the other groups, this proportion was much higher in public than voluntary agencies (45% versus 32%), and higher for Negro than for white requests (46% versus 34%). Referral to another agency was planned in about a fourth of the cases. Voluntary agencies made more referrals for this group than any other except the financial assistance group, and Negro children had a higher proportion of referrals to other agencies than was the case for any other problem group -- 29% of all such requests.

5) Financial Need:

Requests because of financial need constituted 6% of the total, but the rate was double this figure for Negro families and requests to public agencies. Like the abuse-neglect group, children in families for whom service was requested because of financial need had a median age of 6.6, and those known to voluntary agencies were about a year older than the public agency children. However, whereas in every other group the median age of Negro children was similar to or older than that of white children, Negro children in the financial need category were about $2\frac{1}{2}$ years younger than the white children (4.8 years versus 7.1 years).

---

23. Jeter, op. cit. pp. 206-207, Appendix Tables 9 and 10.

This problem group had the highest percent of one-parent homes except the out-of-wedlock children -- 57% in the voluntary and 65% in the public agencies, and the proportion of Negro children in one-parent homes was higher for this group than for any other group. About a fourth of the families were receiving public assistance and, unlike any other group, there was little difference by agency or race.

The requests were likely to involve service to two or more children, particularly in the case of the requests to public agencies and those for Negro children. Over 60% of the requests to both public and voluntary agencies came from parents, more than in any other group except the out-of-wedlock children. For the Negro children, this group had the highest proportion of requests brought directly by the parents.

The service requested was, of course, financial assistance more often than any other service -- 57% of the total group and 70% of those applying to public agencies. However, in one-fourth of the cases the request was for day care, and in one case out of 12 it was for foster care. The financial need group had a far greater proportion of requests for day care than any other group, and these requests occurred with greater frequency for the Negro families.

The agency response was usually to plan to offer financial assistance (33%) or day care (17%) or to refer the request to another agency (27%). The public agency was more likely to give financial assistance (54%) or day care (19%), with referral in only 8% of the cases. The voluntary agencies were more likely to refer elsewhere (38%), presumably to the public welfare agency, and less likely to provide financial assistance (20%) or day care (15%). Foster care was planned for very few cases, and only for white children. As to racial differences, the Negro applicants,who were likely to apply to public agencies, received financial assistance or day care more often than the white applicants, and the white applicants were referred elsewhere more often than the Negroes. In fact, the financial need group was the only one in which a larger proportion of white than Negro children were referred elsewhere (35% versus 16%), probably because requests for white children were much more often made to voluntary agencies.

6) Child Born Out of Wedlock:

Children for whom service was requested because of birth out of wedlock, comprising about 10% of the total requests, were, of course, the youngest group -- median age 6 months. There was little difference in frequency of such requests in public and voluntary agencies but these requests concerned white children about twice as often as Negro children. The requests usually were for service to only one child. The children were predominantly from one-parent homes, but in one-fifth of the cases the family status was reported as "no parental home." In almost half the requests to public agencies the family was receiving public assistance, a higher proportion than for any other group, but in only 12% of the requests to voluntary agencies. The racial difference was much less than the agency difference in proportion receiving public assistance.

The source of the request was the parent in about 70% of the cases, a higher proportion than for any other problem group, and most of the rest were agency referrals. This is the only group where public rather than voluntary agencies had a higher proportion of parental requests. The source of request differed for the white and Negro cases, with parental requests dropping to less than half and agency referrals increasing to more than half in the case of Negro children.

Adoption was the service requested in an overwhelming majority of the cases, but in about one of six requests to the voluntary agencies and of those made for Negro children the request was for foster care. The agency's plan followed more closely upon the service requested in this group than any other, with adoption planned for about 70%. The proportion of cases in which adoption was planned was somewhat higher in the public than in the voluntary agencies. It was much higher for the white than for the Negro child. In one of 10 cases the agency planned foster care.

7) Pregnancy Out of Wedlock:

Requests on behalf of girls under 18 because of their out-of-wedlock pregnancy constituted 11% of all requests, with no real difference proportionately between whites and Negroes but with a slightly higher proportion of requests to public as compared with voluntary agencies. This group obviously was the oldest, with a median age of 16.8 years. It was also the group with the largest proportion of two-parent homes (57%). Family status differed far more markedly for this group than any other by type of agency and race, with two-parent homes constituting almost two-thirds of the requests to voluntary but little more than one-third of those to public agencies, and representing two-thirds of the white applicants but about one-third of the Negro applicants. Only 15% of the families were reported as receiving public assistance; here the figure was far higher for the public agency (32%) and for the Negro applicants (38%).

Both the Jeter study of 1961 and the 1966 report on service of voluntary agencies to unwed mothers highlighted the fact that a major source of referral of the unwed mother is another social agency.[24] This was also the case for the unwed mother reported on in the present census. Requests more often came from health or welfare agencies (other than public welfare) than from any other source, and this was the source more often than for any other problem group. However, over twice as great a proportion of the public agency requests than the voluntary agency requests came from another social agency, a finding in direct contradiction to Jeter.[25] It suggests that health and welfare agencies are increasingly relying on the public agency for service to the unwed mother.

---

24. Jeter, op. cit., pp. 206-207, Appendix Tables 9 and 10, and Grow, op. cit., p. 15.

25. Ibid.

Requests from the girl's parents comprised only 27% of the total, but the proportion of parental requests to voluntary agencies was over twice as great as that to public agencies. This again is in contrast to Jeter's findings, in which public agencies had a somewhat higher proportion of parental referrals.[26]

In two-thirds of the cases the service requested was maternity care, and in most of the other cases, service was requested for the girl in planning for herself and her child. Maternity care was more often requested of the public agencies and for Negro girls. The agency plan was similar to the service request, with similar differences by agency and race. In about half the cases the agency planned to provide maternity care, more so in the public agencies and for the Negro girl. Service in own home was the plan for one-fourth of the requests, with this being the plan somewhat more frequently in the voluntary agency and for the white girl. This is the only group that did not have any applications for service rejected. Along with the child born out of wedlock group, it had a relatively small proportion of referrals to other agencies, but the proportion was considerably higher in the voluntary than the public agencies.

B. Relation of Disposition of Request to Source of Request

Does it matter who makes the approach to the agency? If a parent asks for help for his child, is the child more likely to receive service than if another social agency or a school makes the request? In an attempt to throw some light on this question, the source of the request was examined in relation to the agency's plan for handling it.

Children for whom service was requested by either parents, courts, or other social agencies had more chance of being offered a specific service (about one of every two children) than did children for whom the request came from the school or from relatives, friends, or neighbors. If, however, we include those cases where a specific service decision had not yet been made but where the agency planned to study the case further, we find that a request from the court was most instrumental in initiating service for the child, and that the school was about equally effective as other social service agencies and parents. It is only the relative-friend-neighbor requests that had a low proportion of accepted cases. (See Table A-15.)

Requests made by relatives, friends, or neighbors were the most likely to be referred elsewhere. More than one of every three such requests were referred to either another public or voluntary agency. One of every five children for whom service was requested by their parents was also referred elsewhere. On the other hand, only 8% of the court requests were referred elsewhere, and relatively few requests from public welfare agencies and from other welfare or health agencies -- 11% and 13% respectively.

---

26. Ibid.

The proportions of withdrawn applications were similar, no matter who requested the service. However, the rate of rejections varied with source. Requests from public welfare agencies had the greatest chance of being rejected. Whereas 8% of the requests from this source were rejected, this was the case for only 3% of the requests from parents and from schools.

The response to requests from different sources differed somewhat for the public and the voluntary agencies. Seven of the 13 local public agencies reported that they had considerable latitude in accepting or rejecting referrals from the court. Despite this, among the public agencies, in about nine of every 10 requests from the court or another health or welfare agency, the agency either planned to provide a specific service or to study the case further. The plan of providing a specific service or further study dropped to approximately eight of every 10 requests from parents, seven of every 10 from schools and somewhat more than six of every 10 requests from relatives.

Most of the voluntary agencies (82%) indicated either that they had considerable latitude relative to court referrals or else that they had little or no contact with the court. Nevertheless, the plan in eight of every 10 requests from the court was either to provide a specific service or to study the case further. As in the public agencies, requests from relatives, friends or neighbors had the least chance of being accepted -- about five of every 10 requests. In general the referral rate of the voluntary agencies was considerably higher than that of the public agencies, but when the request came from the school or from the parents, the referral rate was similar for public and voluntary agencies.

Among the voluntary agencies the highest rejection rate occurred for requests from public welfare departments (10%); the lowest was for those from schools (2%) and from parents (3%). With the exception of requests from schools, of which 7% were rejected, there was little variation in the public agencies' rejection rate of requests from different sources.

The relation of source of request to agency response also varied somewhat according to race. A plan for a specific service or for further study of a white child was most likely to occur if the request was made by the court or by a voluntary health or welfare agency. Among the requests for service for Negro children,those from public welfare agencies were most likely to receive service. Relatives, friends or neighbors were the referral source having the lowest acceptance rate among both Negroes and whites. For every source of request except public welfare agencies, referrals were more common for Negro than for white requests. (See Table A-16.)

A far greater proportion of requests by courts for Negro as compared to white children were withdrawn. Conversely, a small proportion of requests from the schools for white children but no requests for Negro children were withdrawn. Turning to the other very small group, rejections, we find that requests for white children from relatives, schools, and public welfare agencies were more often rejected than those for Negro children, while requests for Negro children from courts and voluntary agencies were more often rejected than those for white children.

Highlights

During the 5-day census, the 237 participating agencies received requests for service for 6256 children in 3748 families, or 1.7 children per family. One-fifth of the requests were reported by public agencies and the rest by voluntary agencies. In over 70%, the request was for service for only one child and in only 5% did it concern as many as five children.

Race: The majority of the families were white (68.8%) and slightly more than a fifth (21.6%) were Negro. The proportion of Negro children was slightly higher (24.9%), because the number of children per family for whom service was requested was higher for Negro than for white families (1.9 versus 1.6). The proportion of Negroes among applicants to public agencies was 44%, but in voluntary agencies the proportion was only 16%.

Age: The median age of the children was 8.5 years at the time of the request, with 21% under 3 years of age and 33% 12 or older. Voluntary agency children were, on the average, about 2 years older than public agency children, and white children were over a year older than Negro children. Although the total group of Negro children were younger, this did not hold in the public agencies, where the Negro child was on the average a year older than the white child. In the voluntary agencies, on the other hand, where requests for white children predominated, the median age for white children was almost 2 years older than for Negro children.

Family Status: In over two-fifths of the families, both parents were present in the home. About the same proportion were one-parent homes, and in about nine of every 10 of these, the mother was the parent in the home. One-parent homes were somewhat more common for the Negro children. Whereas the difference in the proportion of Negro one-parent homes in the public and in the voluntary agencies was minimal, white one-parent homes were far more common among the public than the voluntary agencies.

Public Assistance Status: Data are least complete on the public assistance status of the families, with agencies unable to report this information on one-fifth of the cases. In all, almost a fifth were reported as receiving public assistance and three-fifths as not receiving such assistance. The proportion receiving public assistance was about twice as great among requests to public agencies and those relating to Negro children.

Source of Request: In nearly half the cases the request for service was made by one or both parents. Next in frequency were requests from other health and welfare agencies, with over a third of the Negro requests but only a fifth of the white requests coming from this source.

Service Requested: Foster care and service in own home were the services most frequently requested. Each accounted for about a fourth of all requests to the voluntary agencies, but for less than a fifth of the public agency requests. Requests for these two services were somewhat higher proportionately for white than Negro children in both types of agency. Next in frequency were requests

for adoption, predominately for white children, and day care, predominately for Negro children. Maternity home care, which ranked fifth, was rarely requested of public agencies for white girls but frequently for Negro girls; in the voluntary agencies it was more often requested for white girls.

Among the voluntary child welfare agencies foster care was the service requested most frequently -- for a third of all cases -- whereas among the family and children's agencies service in own home was the service most frequently requested, comprising more than two-fifths of all requests. About two-fifths of all requests to Jewish and to Protestant agencies were for foster care, but this service was requested for only one-fifth of the cases for the nonsectarian and the Catholic agencies.

Reason for Request: The primary reason given for the request for service was most frequently -- for 35% of all cases -- an emotional or behavior problem of the child. Requests for service because of out-of-wedlock pregnancy or out-of-wedlock birth were next in order, each comprising about 10% of the total. Among the voluntary agencies there was a far greater proportion of requests because of a child's emotional or behavior problem than among the public agencies, where such requests exceeded only slightly those because of financial need or pregnancy out of wedlock. In the public agencies, the primary reason for the request for a much higher proportion of Negro than white girls was because of pregnancy out of wedlock -- a finding in line with the fact that requests to public agencies for maternity home care occurred far more frequently for Negro than white girls.

Abuse or physical or emotional neglect, the primary reason given in 8% of the cases, accounted for 15% of the requests to public agencies, but only 6% of requests to voluntary agencies. Although the proportions of white and Negro children for whom service was requested for these reasons were similar in the voluntary agencies, the proportion of requests to public agencies because of abuse or physical or emotional neglect was twice as high for white as for Negro children.

Agency Plan: In almost half the cases the agencies planned to provide a specific service; the figure was higher in public agencies. Further study was the plan for a fourth of the cases. About one-fifth of all cases were referred elsewhere, with referral more common in the voluntary agencies and for Negro requests. Relatively few requests were withdrawn or rejected.

The service most frequently planned was service in own home (14%). Adoption, foster care, and maternity home care were the three other service plans applying to more than 5% of the requests. Service in own home was planned for proportionately more white than Negro children. On the other hand, day care and maternity home care, two services requested more frequently for Negro than white applicants, were also planned for a greater proportion of Negro than white requests.

With the exception of maternity home care, the major services requested were usually available within the agency to which the request was made. On two services a racial difference was noted on availability of the service

requested. A smaller proportion of white than Negro requests for day care were made to an agency providing day care. On the other hand, a much smaller proportion of Negro than white requests for maternity home care came to agencies that provide such care.

If the agency provided a specific service, it was with few exceptions the type of service requested. However, whether the agency planned at first contact to provide the service requested varied widely by type of service. Agencies planned to provide adoptive placement for 83% of all such requests, but planned foster placement for only 27% of the requests for foster care. This figure ranged from 50% to 59% on service in own home, homemaker service, day care, and maternity home care.

There remains a differential if one includes those in which further study is planned. Requests for maternity home care, adoption, and service to children in their own homes were most likely to be either accepted for that service or for further study, whereas requests for day care, foster care, and homemaker service had greater likelihood of being referred elsewhere or rejected.

Seven major reasons for the requests were identified and analyzed by race and by agency auspices in relation to each of the other variables on the Request for Service form. The variations among these seven "problem groups" were on the whole what might be anticipated. Because of the nature of the material it is not feasible to summarize these data further; instead we will refer to only three variables -- source of request, service requested and agency plan.

Requests by parents were most frequent among the out-of-wedlock birth group and least frequent for the abuse-neglect category. Relatives, friends and neighbors more frequently requested service in abused-neglected child cases than for any other type of problem. Children with emotional or behavior problems and the abused-neglected children were the only two groups with more than a handful of requests from the court or police. The former group also had the most substantial proportion of school referrals. Requests from other health and welfare agencies were most common among the parental incapacity or death and out-of-wedlock pregnancy groups; they were least frequent among requests because of financial need.

The financial need group was the only one with a substantial number of requests for day care, a service more frequently requested for Negro than for white children. Similarly, only the parental incapacity or death group had more than a handful of requests for homemaker service. Requests for financial assistance occurred almost solely in the financial need group, and at a higher rate among public than voluntary agencies. Service in own home was more frequently requested in instances of a child's emotional or behavior problem or parental conflict, and least frequently for out-of-wedlock birth and financial need groups. Foster care was also more frequently the request for the emotional or behavior problem group, and least frequently requested for the financial need category and out-of-wedlock pregnancy. Aside from children born out of wedlock, for most of whom adoption was requested, the abuse-neglect group had the highest proportion of children for whom adoption was requested -- 9% of these children in contrast to 3% or less for other groups.

Agency plans tended to follow the pattern of agency requests. Service in own home was planned for proportionately more of the girls pregnant out of wedlock and for children in the emotional or behavior problem category than for any other groups. Foster care was planned for similar proportions in the parental incapacity or death, out-of-wedlock birth, abuse-neglect, and child's emotional or behavior problem groups.

Further study was most frequently planned for the parental conflict requests and least frequently for children born out of wedlock. Children for whom service was requested because of financial need and the abuse-neglect cases were those most frequently referred elsewhere; children born out of wedlock and girls pregnant out of wedlock were the groups least frequently referred to another agency. The parental incapacity or death and the parental conflict groups were the only two with more than 2% of withdrawn applications -- 7% and 5%, respectively. There was little difference among the groups in the proportions of applications rejected, with the exception of the out-of-wedlock pregnancy cases, the one category in which no applications were rejected.

An examination of the source of request and its relationship to the agency plan revealed that the court was most effective in initiating service for a child and that requests from relatives, friends, or neighbors were least effective. This was the case among both public and voluntary agencies. For white children, the court and the voluntary health and welfare agency were the most effective referral sources, whereas Negro children were most likely to be accepted for a specific service or for future study if the request came from a public welfare agency.

Implications of the Findings

In general, the census data reinforce what is already known. The data do, however, raise a number of questions about the availability of needed services and the effectiveness of the child welfare system in connecting the child in need of service with the source of that service. Individual agencies may wish to examine their own experience in the light of these questions, with a view to identifying problems in service delivery that might be alleviated by modifications in policy or practice.

One general finding that gives pause is the large proportion of requests that were rejected or referred elsewhere even when made to an agency having the service requested. Do these requests represent a legitimate service need for which adequate resources do not exist in the community? If so, do agencies take responsibility for channeling the information about unmet needs to their community council or other planning group? If another agency is a more appropriate source of service, how active is the agency that received the request in following through to insure that the family finds its way to the agency to which it is directed? The frequency of referrals elsewhere of requests from relatives, neighbors, and friends and from parents highlights the importance of follow-up of such referrals.

Despite the seeming availability of foster care and day care services in the agencies to which requests for such service were addressed, nearly a third of these requests were referred elsewhere or rejected. Question may well be raised about the flexibility of intake policies and their relevance to the child in need of care.

Children for whom service is requested because of abuse or neglect are a group of particular concern. The fact that these requests were frequently referred elsewhere highlights the importance of a fixed and broad-range responsibility for protective services if these children-at-risk are not to get lost in the service network.

The high rate of client withdrawal of requests for homemaker service is puzzling. Does this imply shortage of service or eligibility conditions that impede the client in obtaining an appropriate service?

The fact that on only about one-fourth of the requests further study was needed beyond the initial contact could imply great efficiency in assessing needs and acting on them. On the other hand, it could suggest that decisions are made precipitously without due consideration of the needs of the child for such varied reasons as staff shortage or limited choices available. With respect to requests for foster care, in the face of frequent accusations that agencies are too quick to remove children from their parental homes, it is heartening to find that these requests were more likely than any others to be held for further study before decision on a plan of action.

That nearly a tenth of the children for whom service was requested because of emotional or behavior problems were under six years of age has both positive and negative implications. The fact that these troubled children are referred for child welfare services at an early age is indicative of early detection before the problems multiply. Yet, we know that children in this age group are infrequently found in the outpatient psychiatric clinic. To what extent do child welfare agencies have available to them and utilize such clinics and other special services for the emotionally disturbed or acting-out child?

It is true that the small number of public agencies participating in the census diminishes the significance of the differences found between public and voluntary agencies. The differences in requests for service to Negro children are, however, so great as to suggest that the voluntary agency is still regarded by the community at large and the client in need of services as providing service primarily for the white child.

Striking racial differences were found, not only in the use of public versus voluntary agencies, but in the perception of need and agency response to it. Proportionately more white than Negro children came to agency attention because of emotional or behavior problems and because of birth out of wedlock. Can we assume that such problems are more common among white children, or is it more likely that community attitudes and expectations differ for white and nonwhite children? Although Negro children were on the average older than

white children, requests because of emotional or behavior problems of young children were much more common for white than Negro children. Requests from parents were in general less common for Negro than white children, a difference that is particularly noteworthy with respect to the emotional-behavior problem group. Is the young Negro child really less disturbed? Are Negro parents less concerned about their children? Or is attention to the emotional well-being of children a luxury not available to those who are severely disadvantaged economically? Have agencies reached out to make their services known to the Negro community and designed intake policies and practices so that their doors are open both literally and figuratively to all children in need?

More Negro than white children required service because of financial need and because of employment of the mother. Consequently day care was requested much more often for Negro children. Day care was more frequently provided for Negro children when requests were made to an agency offering such service. It is a question whether this differential response indicates that in day care the needs of the Negro child are actually being met better than those of the white child, or simply that fewer alternatives are open to Negro mothers in planning for child care.

Requests to voluntary agencies because of neglect or abuse were equally common for white and Negro children. However, if service was sought from a public agency the child was much more likely to be white. This suggests the possibility of less community alertness to and awareness of the needs of the Negro child.

When adoption or foster care was requested, it was more frequently planned for white children than for Negro children. In view of the known shortage of substitute homes for children of minority groups, it is perhaps surprising that the differential was not even greater than it was. However, it should be noted that requests for these services were less common for Negro children, a fact that may reflect their known scarcity for nonwhite children. Are agencies sufficiently aggressive in recruiting substitute families for nonwhite children?

These are but some of the questions raised by the census data. Every reader will doubtless recognize other issues of equal or greater relevance to his own agency and community. The value of the census to the local agency and the community rests on the extent to which it identified aspects of programs that need improvement and unmet needs that demand attention, and stimulates action within the agency and the community toward strengthening services to children.

APPENDIX

TABLE A-1

Age of Children by Agency Auspices and by Primary Reason for Request[a]

AGE OF CHILDREN	Percent of Children																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol
	N= 1490	N= 144	N= 1346	N= 309	N= 47	N= 262	N= 932	N= 284	N= 648	N= 1049	N= 349	N= 700	N= 513	N= 218	N= 295	N= 346	N= 70	N= 276	N= 387	N= 95	N= 292
Under 1 year	1	-	1	6	2	7	7	5	7	9	12	7	8	8	9	91	87	92	-	-	-
1 and under 3	2	1	2	15	17	14	15	11	16	17	16	17	17	23	13	4	9	3	-	-	-
3 " " 6	6	7	6	23	26	23	22	22	22	21	23	21	28	29	27	2	3	2	-	-	-
6 " " 12	34	26	34	26	23	26	35	42	33	33	33	33	25	22	26	-	-	-	-	-	-
12 " " 16	42	51	42	22	26	21	14	13	15	15	14	15	11	13	10	-	-	-	18	21	18
16 " " 18	15	13	15	8	6	9	5	6	4	4	2	5	8	5	11	-	-	-	78	75	79
Unknown	*	2	*	-	-	-	2	1	3	1	-	2	3	-	4	3	1	3	4	4	3
Median Age	12.7	13.2	12.6	7.4	7.3	7.4	7.0	7.6	6.9	6.6	5.8	7.0	6.6	5.0	6.2	0.5	0.6	0.5	16.8	16.8	16.8

TABLE A-2

Age of Children by Race and by Primary Reason for Request[a]

AGE OF CHILDREN	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro
	N= 1490	N= 1202	N= 288	N= 309	N= 252	N= 57	N= 932	N= 634	N= 298	N= 1049	N= 784	N= 265	N= 513	N= 265	N= 248	N= 346	N= 296	N= 50	N= 387	N= 287	N= 100
Under 1 year	1	1	-	6	5	7	7	8	4	9	8	10	8	9	8	91	93	80	-	-	-
1 and under 3	2	2	2	15	15	14	15	16	13	17	17	16	17	13	21	4	3	12	-	-	-
3 " " 6	6	7	3	23	24	23	22	21	24	21	22	20	28	23	33	2	1	6	-	-	-
6 " " 12	34	33	35	26	25	30	35	34	39	33	33	33	25	27	22	-	*	-	-	-	-
12 " " 16	42	42	44	22	22	21	14	14	15	15	14	16	11	11	12	-	-	-	18	16	26
16 " " 18	15	15	15	8	9	5	5	4	5	4	5	3	8	12	4	-	-	-	78	81	70
Unknown	*	*	1	-	-	-	2	3	-	1	1	2	3	5	-	3	3	2	4	3	4
Median Age	12.7	12.6	12.8	7.4	7.4	8.6	7.0	6.9	7.4	6.6	6.6	6.6	6.6	7.1	4.8	0.5	0.5	0.6	16.8	16.8	16.7

* Less than 0.5 percent.
a) Excludes those of "other" or "unknown" race.

TABLE A-3

Family Status by Agency Auspices and by Primary Reason for Request[a]

FAMILY STATUS	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol
	N= 1162	N= 105	N= 1057	N= 140	N= 21	N= 119	N= 289	N= 76	N= 213	N= 455	N= 155	N= 300	N= 222	N= 85	N= 137	N= 339	N= 66	N= 273	N= 387	N= 95	N= 292
Two-Parent Home	54	37	55	54	48	55	51	46	53	34	27	38	34	25	39	7	8	6	57	39	63
One-Parent Home	35	50	34	41	43	41	42	51	39	51	56	49	60	65	57	72	88	69	25	44	19
No Parental Home	5	4	5	3	9	2	4	1	5	12	15	10	5	9	2	19	4	23	9	12	8
Unknown	6	9	6	2	-	2	3	2	3	3	2	3	1	1	2	2	-	2	9	5	10

TABLE A-4

Family Status by Race and by Primary Reason for Request[a]

FAMILY STATUS	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro
	N= 1162	N= 944	N= 218	N= 140	N= 113	N= 27	N= 289	N= 218	N= 71	N= 455	N= 348	N= 107	N= 222	N= 122	N= 100	N= 339	N= 291	N= 48	N= 387	N= 287	N= 100
Two-Parent Home	54	59	32	54	57	41	51	54	41	34	38	19	34	40	26	7	6	10	57	65	36
One-Parent Home	35	32	51	41	40	48	42	39	52	51	49	59	60	54	67	72	74	61	25	18	45
No Parental Home	5	4	8	3	2	7	4	5	3	12	10	17	5	3	7	19	19	21	9	8	10
Unknown	6	5	9	2	2	4	3	2	4	3	3	5	1	2	-	2	1	8	9	9	9

a) Excludes those of "other" or "unknown" race.

TABLE A-5

Public Assistance Status by Agency Auspices and by Primary Reason for Request[a]

FAMILY RECEIVING PUBLIC ASSISTANCE	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol
	N= 1162	N= 105	N= 1057	N= 140	N= 21	N= 119	N= 289	N= 76	N= 213	N= 455	N= 155	N= 300	N= 222	N= 85	N= 137	N= 339	N= 66	N= 273	N= 387	N= 95	N= 292
Yes	15	15	15	12	24	10	24	36	20	24	28	22	27	26	27	19	47	12	15	32	10
No	63	59	64	75	67	77	66	54	71	58	55	60	62	72	56	67	47	72	68	54	73
Unknown	22	26	21	13	9	13	10	10	9	18	17	18	11	2	17	14	6	16	17	14	17

TABLE A-6

Public Assistance Status by Race and by Primary Reason for Request[a]

FAMILY RECEIVING PUBLIC ASSISTANCE	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro
	N= 1162	N= 944	N= 218	N= 140	N= 113	N= 27	N= 289	N= 218	N= 71	N= 455	N= 348	N= 107	N= 222	N= 122	N= 100	N= 339	N= 291	N= 48	N= 387	N= 287	N= 100
Yes	15	12	27	12	10	22	24	19	38	24	20	38	27	25	28	19	18	25	15	7	38
No	63	69	40	75	78	63	66	72	49	58	62	44	62	57	67	67	68	58	68	76	46
Unknown	22	19	33	13	12	15	10	9	13	18	18	18	11	17	5	14	14	17	17	17	16

a) Excludes those of "other" or "unknown" race.

TABLE A-7

Number of Children in Family for Whom Service Was Requested by Agency Auspices and by Primary Reason for Request[a,b]

NUMBER OF CHILDREN	Percent of Families																		
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock		
	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol
	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=
	1162	105	1057	140	21	119	289	76	213	455	155	300	222	85	137	339	66	273
1 Child	87	82	88	46	33	49	24	17	26	46	47	46	43	34	49	98	96	99
2 or More	13	18	12	54	67	51	76	83	73	54	53	54	57	66	51	2	4	1
Unknown	-	-	-	-	-	-	*	-	1	-	-	-	-	-	-	-	-	-

TABLE A-8

Number of Children in Family for Whom Service Was Requested by Race and by Primary Reason for Request[a,b]

NUMBER OF CHILDREN	Percent of Families																	
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock		
	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro
	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=	N=
	1162	944	218	140	113	27	298	218	71	455	348	107	222	122	100	339	291	48
1 Child	87	88	84	46	45	52	24	27	15	46	45	49	43	47	39	98	98	98
2 or More	13	12	16	54	55	48	76	73	85	54	55	51	57	53	61	2	2	2
Unknown	-	-	-	-	-	-	*	*	-	-	-	-	-	-	-	-	-	-

* Less than 0.5 percent.
a) Excludes those of "other" or "unknown" race.
b) Excludes "pregnancy out of wedlock" since all requests were for service to one child only.

TABLE A-9

Source of Request by Agency Auspices and by Primary Reason for Request[a]

SOURCE OF REQUEST	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol
	N= 1162	N= 105	N= 1057	N= 140	N= 21	N= 119	N= 289	N= 76	N= 213	N= 455	N= 155	N= 300	N= 222	N= 85	N= 137	N= 339	N= 66	N= 273	N= 387	N= 95	N= 292
One or both parents	45	22	47	56	43	59	39	37	40	22	16	26	62	61	64	69	77	67	27	12	33
Relative, friend, etc.	5	7	5	4	9	3	15	5	18	26	26	25	8	4	11	6	5	7	11	5	13
Court, police, etc	12	44	9	5	10	4	3	9	1	10	15	8	1	-	1	-	-	-	2	6	1
School	11	10	11	4	5	3	1	1	1	7	8	6	3	4	2	*	-	*	5	10	3
Public welfare	10	6	11	9	24	7	11	23	8	13	13	13	7	5	8	7	1	9	4	7	3
Other health or welfare agency	12	8	12	13	9	14	24	24	24	13	15	13	10	22	2	14	14	15	30	54	22
Other or unknown	5	3	5	9	-	10	7	1	8	9	7	9	9	4	12	4	3	2	21	6	25

TABLE A-10

Source of Request by Race and by Primary Reason for Request[a]

SOURCE OF REQUEST	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro
	N= 1162	N= 944	N= 218	N= 140	N= 113	N= 27	N= 298	N= 218	N= 71	N= 455	N= 348	N= 107	N= 222	N= 122	N= 100	N= 339	N= 291	N= 48	N= 387	N= 287	N= 100
One or both parents	45	48	33	56	60	41	39	40	38	22	25	13	62	63	62	69	73	46	27	32	15
Relative, friend, etc.	5	5	6	4	4	7	15	16	11	26	27	21	8	10	6	6	7	2	11	14	3
Court, police, etc.	12	11	17	5	5	4	3	3	3	10	9	13	1	2	-	-	-	-	2	1	5
School	11	11	10	4	4	-	1	1	1	7	8	6	33	2	3	*	*	-	5	2	12
Public welfare	10	9	14	9	8	15	11	8	20	13	10	23	7	9	4	7	5	21	4	3	9
Other health or welfare agency	12	11	16	13	10	26	24	24	24	13	11	21	10	4	17	14	12	31	30	21	54
Other or unknown	5	5	4	9	9	7	7	8	3	9	10	3	9	10	8	4	3	-	21	27	2

* Less than 0.5 percent.
a) Excludes those of "other" or "unknown" race.

TABLE A-11

Service Requested by Agency Auspices and by Primary Reason for Request[a]

SERVICE REQUESTED	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol
	N= 1162	N= 105	N= 1057	N= 140	N= 21	N= 119	N= 289	N= 76	N= 213	N= 455	N= 155	N= 300	N= 222	N= 85	N= 137	N= 339	N= 66	N= 273	N= 387	N= 95	N= 292
Adoption	-	-	-	3	-	3	1	-	1	9	10	8	2	1	2	79	85	77	-	-	-
Day care	2	-	2	6	5	7	3	1	3	3	1	4	24	21	26	1	-	1	-	-	-
Financial asst.	*	1	*	-	-	-	2	5	1	2	3	2	57	70	50	-	-	-	-	-	-
Foster care	35	54	33	24	19	25	24	23	25	26	21	28	8	6	10	14	8	16	1	-	1
Homemaker service	-	-	-	2	5	2	57	58	56	3	1	4	-	-	-	-	-	-	-	-	-
Maternity home care	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	66	78	62
Service in own home	39	31	40	34	38	33	4	4	5	29	30	28	2	1	2	2	1	3	27	19	30
Other or unknown	24	14	25	31	33	30	9	9	9	28	34	26	7	1	10	4	6	3	6	3	7

TABLE A-12

Service Requested by Race and by Primary Reason for Request[a]

SERVICE REQUESTED	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro
	N= 1162	N= 944	N= 218	N= 140	N= 113	N= 27	N= 289	N= 218	N= 71	N= 455	N= 348	N= 107	N= 222	N= 122	N= 100	N= 339	N= 291	N= 48	N= 387	N= 287	N= 100
Adoption	-	-	-	3	3	-	1	1	-	9	10	5	2	2	2	79	80	71	-	-	-
Day care	2	2	1	6	4	18	3	2	4	3	2	5	24	16	34	1	1	2	-	-	-
Financial asst.	*	*	1	-	-	-	2	2	3	2	1	5	57	57	58	-	-	-	-	-	-
Foster care	35	35	35	24	24	26	24	26	18	26	25	28	8	12	3	14	13	17	1	1	2
Homemaker service	-	-	-	2	3	-	57	56	59	3	4	2	-	-	-	-	-	-	-	-	-
Maternity home care	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	66	62	78
Service in own home	39	40	37	34	35	26	4	4	6	29	30	24	2	3	-	2	3	-	27	31	17
Other or unknown	24	23	26	31	31	30	9	9	10	28	28	31	7	10	3	4	3	10	6	6	3

* Less than 0.5 percent.
a) Excludes those of "other or "unknown" race.

TABLE A-13

Agency Plan by Agency Auspices and by Primary Reason for Request[a]

AGENCY PLAN	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol	Total	Public	Vol
	N= 1162	N= 105	N= 1057	N= 140	N= 21	N= 119	N= 289	N= 76	N= 213	N= 455	N= 155	N= 300	N= 222	N= 85	N= 137	N= 339	N= 66	N= 273	N= 387	N= 95	N= 292
Adoption	-	-	-	3	-	3	*	-	1	6	9	5	1	1	1	69	76	67	*	-	*
Day care	1	-	1	1	-	2	*	-	*	1	1	1	17	19	15	*	-	*	-	-	-
Financial asst.	1	13	*	-	-	-	1	3	1	1	-	1	33	54	20	*	1	-	*	-	1
Foster care	9	28	7	3	-	3	11	15	9	9	8	9	1	2	1	10	5	11	1	-	1
Homemaker service	*	-	*	1	5	1	32	46	27	1	1	1	*	-	1	-	-	-	-	-	-
Maternity home care	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	53	72	47
Service in own home	23	14	24	12	24	10	4	4	4	14	15	13	4	3	4	1	1	1	25	20	26
Further study	38	20	40	49	48	49	17	18	16	37	45	32	10	4	14	8	5	8	12	4	14
Referred elsewhere	16	20	16	22	14	24	21	9	26	24	14	29	27	8	38	7	6	8	8	3	10
Appl. withdrawn	2	2	2	5	9	4	7	4	8	2	2	3	1	1	1	2	2	2	1	1	1
Appl. rejected	4	2	4	3	-	3	5	-	6	4	4	5	5	8	3	2	3	2	-	-	-
Other or unknown	6	1	6	1	-	1	2	1	2	1	1	1	1	-	2	1	1	1	-	-	-

* Less than 0.5 percent.
a) Excludes those of "other" or "unknown" race.

TABLE A-14

Agency Plan for Handling Application by Race and by Primary Reason for Request[a]

AGENCY PLAN	Percent of Families																				
	Child's Emotional & Behavior Problem			Parental Conflict			Parent Incapacity or Death			Abuse, Neglect, etc.			Financial Need			Child Born out-of-wedlock			Pregnancy out-of-wedlock		
	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro	Total	White	Negro
	N= 1162	N= 944	N= 218	N= 140	N= 113	N= 27	N= 289	N= 218	N= 71	N= 455	N= 348	N= 107	N= 222	N= 122	N= 100	N= 339	N= 291	N= 48	N= 387	N= 287	N= 100
Adoption	-	-	-	3	3	-	*	1	-	6	7	6	1	1	1	69	72	50	*	*	-
Day care	1	1	1	1	-	8	*	1	-	1	1	1	17	8	27	*	*	-	-	-	-
Financial asst.	1	1	4	-	-	-	1	1	3	1	1	-	33	28	40	*	-	2	*	1	-
Foster care	9	10	6	3	3	-	11	12	6	9	9	6	1	2	-	10	10	6	1	1	1
Homemaker service	*	*	-	1	2	-	32	31	34	1	1	-	*	1	-	-	-	-	-	-	-
Maternity home care	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	53	47	69
Service in own home	23	24	18	12	13	11	4	4	3	14	16	6	4	6	1	1	1	2	25	27	17
Further study	38	39	35	49	48	52	17	15	24	37	34	46	10	11	8	8	7	15	12	15	2
Referred elsewhere	16	14	23	22	22	22	21	21	22	24	22	29	27	35	16	7	6	17	8	8	9
Appl. withdrawn	2	2	4	5	6	-	7	9	-	2	3	1	1	1	2	2	1	2	1	1	2
Appl. rejected	4	4	3	3	2	7	5	4	5	4	5	3	5	5	5	2	2	4	-	-	-
Other or unknown	6	5	6	1	1	-	2	1	3	1	1	2	1	2	-	1	1	2	-	-	-

* Less than 0.5 percent.
a) Excludes those of "other" or "unknown" race.

TABLE A-15

Source of Request

by Agency Auspices and by Agency Plan for Handling Application

SOURCE OF REQUEST	Percent of Requests				
	Provide Service or Further Study	Referred to Other Agency	Application Withdrawn	Application Rejected	Other or Unknown
Parents (N=1658)	73	21	2	3	1
Public (N=253)	77	16	3	3	1
Vol. (N=1405)	73	21	2	3	1
Relative, Friend, etc. (N=373)	55	36	3	5	1
Public (N=82)	64	27	5	4	-
Vol. (N=291)	52	39	2	6	1
Court (N=243)	84	8	2	4	2
Public (N=96)	89	3	3	3	2
Vol. (N=147)	80	12	2	5	1
School (N=227)	77	15	3	3	2
Public (N=44)	73	14	2	7	4
Vol. (N=183)	78	16	3	2	1
Public Welfare (N=368)	78	11	2	8	1
Public (N=85)	91	2	2	2	3
Vol. (N=283)	74	13	3	10	-
Other Health or Welfare Agency (N=591)	79	13	3	5	*
Public (N=157)	89	7	1	3	-
Vol (N=434)	76	16	3	5	*

* Less than 0.5 percent.

TABLE A-16

Source of Request

by Race and by Agency Plan for Handling Request

SOURCE OF REQUEST	Percent of Requests				
	Provide Service or Further Study	Referred to Other Agency	Application Withdrawn	Application Rejected	Other or Unknown
Parents (N=1658)*	73	21	2	3	1
White (N=1229)	75	19	3	2	1
Negro (N=322)	74	22	2	2	-
Relative, Friend, etc. (N=373)*	55	36	3	5	1
White (N=269)	57	33	3	6	1
Negro (N=61)	51	43	3	3	-
Court (N=243)*	84	8	2	4	2
White (N=159	86	7	1	3	3
Negro (N=61)	77	13	5	5	-
School (N=227)*	77	15	3	3	2
White (N=156)	78	13	3	4	2
Negro (N=48)	79	19	-	2	-
Public Welfare (N=368)*	78	11	2	8	1
White (N=207)	77	11	3	8	1
Negro (N=104)	84	10	1	4	1
Other Health or Welfare Agency (N=591)*	79	13	3	5	**
White (N=334)	85	9	3	3	-
Negro (N=183)	76	17	2	5	**

* Totals include those of "other" or "unknown" race.
** Less than 0.5 percent.

CWIA Application Study
Form A -- May 1969

REQUEST FOR SERVICE FOR CHILDREN
(Use one sheet per family. Ignore numbers in parentheses.)

Surname or Case #_____(25-28) Date_____

Agency_____ City_____ State_____

Age of Children for Whom Service Is Requested. (Specify number of children in each category)

	Number
Under 1 year	_____(29)
1 and under 3 years	_____(30)
3 and under 6 years	_____(31)
6 and under 12 years	_____(32)
12 and under 16 years	_____(33)
16 years and over	_____(34)
Total	_____(35)

Family Status (circle one) (40)

1 Two-parent home
2 One-parent home, mother
3 One-parent home, father
4 No parental home
5 Unknown

Source of Request (circle one) (42)

1 Mother
2 Father
3 Relative, friend, etc.
4 Court, probation
5 Police
6 School
7 Public welfare agency
8 Other welfare or health agency
9 Other (specify)

_____

Service Requested by Source (circle one) (45)

1 Day care
2 Homemaker service
3 Financial assistance
4 Other service in own home
5 Placement (other than adoption)
6 Adoption
7 Maternity care
8 Other or non-specific

Ethnic Group of Children for Whom Service Is Requested. (Specify number of children in each category)

	Number
White	_____(36)
Negro	_____(37)
Other	_____(38)
Unknown	_____(39)

Family Receiving Public Assistance (circle one) (41)

1 Yes
2 No
3 Unknown

Primary Reason Given for Request (circle one) (43-44)

01 Child's emotional or behavior problem
02 Child's physical handicap, mental retardation
03 Abuse of child
04 Physical neglect of child
05 Emotional neglect of child
06 Death of care-taking parent
07 Confinement, physical illness of care-taking parent
08 Mental illness of care-taking parent
09 Parental unwillingness to care for child
10 Parental conflict
11 Anti-social behavior of parents
12 Financial need
13 Child born out-of-wedlock
14 Need for maternity care
15 Other (specify)_____

Agency Plan for Handling Application (circle one) (46-47)

01 Provide day care
02 Provide homemaker service
03 Provide financial assistance
04 Provide other service in own home
05 Provide placement (other than adoption)
06 Arrange adoption
07 Provide maternity care
08 Study to determine type of service needed
11 None -- referred to public agency
12 None -- referred to voluntary agency
13 None -- application withdrawn
14 None -- rejected without referral elsewhere